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OPERATIONAL ACTIVITIES OF THE UNITED NATIONS FOR INTERNATIONAL DEVELOPMENT COOPERATION

Progress on the implementation of General Assembly resolution 47/199

Report of the Secretary-General

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INTRODUCTION

1. At the mid-stage of the three-year programme adopted by the General Assembly in its resolution 47/199, progress is being made on a broad front in improving the coherence, effectiveness and efficiency of operational activities for development within the United Nations system. The present report provides an overview of the status and positive reception by recipient countries of the concept of a country strategy note. It offers, as requested by the Economic and Social Council in its resolution 1993/7, an assessment of the experience gained in the implementation at the field level, of the common United Nations system interpretation with respect to the programme approach and national execution. It also reports on measures being taken to strengthen the resident coordinator system, including changes introduced in the recruitment of the resident coordinators. Moreover, this report provides an assessment on the range and scope of coordination arrangements at the country level. The report also covers various interrelated steps to harmonize programming cycles, extend common premises and administrative services, harmonize monitoring and evaluation, strengthen inter-agency training programmes for national and international personnel involved in development activities, and a range of other steps which give a complete picture of the action being taken within the United Nations system collectively. Actions taken by executive heads and governing bodies of the United Nations system are presented in addendum 1, in accordance with paragraphs 51 and 54 of Assembly resolution 47/199. In addition, addendum 2 provides statistical information up to 1992.

2. As anticipated by the General Assembly in its resolution 47/199, paragraph 53, the complexity, scope and interrelationships of the various aspects of the full implementation of the provisions of that resolution require a management process including clear guidelines, targets, benchmarks and time-frames. The 1993 report of the Secretary-General on progress in the implementation of Assembly resolution 47/199 (E/1993/73) provided, in its annex I, an initial indication of the nature of such a process. On its part, the Economic and Social Council, in its resolution 1993/7, paragraph 10, requested the Secretary-General further to develop the work programme for the implementation of Assembly resolution 47/199, contained in annex I to his report, with a view to setting results-oriented targets. Subsequently, a one-year plan was established after consultations at the Joint Consultative Group on Policy (JCGP) and the Consultative Committee on Programme and Operational Questions (CCPOQ) of the Administrative Committee on Coordination (ACC). That plan was extended to 1995 on a provisional basis, subject to the outcome of the substantive session of 1994 of the Economic and Social Council. The summary of this work is provided in annex I to the present report, taking as a starting-point last year's work plan, updating it and providing outputs. It should be borne in mind, in this connection, that the entire report is in fact a report on results. Moreover, in considering the question of 1995 targets, attention must also be given to the eventual parameters of the 1995 comprehensive triennial policy review. In fact, the Assembly, in its resolution 48/162, annex I, paragraph 16 (d), anticipated that the operational activities of the United Nations for international development cooperation segment would, inter alia, undertake preparatory work for the triennial policy review of operational activities by the Assembly. This is a matter on which the Council

at its substantive session of 1994 may wish to express preliminary views. Some guidance by the Council as to its views on the outputs and results expected by 1995 would thus be helpful. In this regard, it might be recalled that in its decision 1994/218, subparagraph (f), the Council decided that preparatory work for the triennial policy review of operational activities of the United Nations system, particularly the financing of those activities, would be considered at the working-level meetings during the operational activities segment of the Council of 1994.

3. The implementation of General Assembly resolution 47/199 is a collective effort involving in the first instance recipient countries and United Nations system country teams. Any report on the implementation of that resolution must thus fully reflect such a point of view. The general directives on how to implement the provisions of the resolution are established collectively by the United Nations system through CCPOQ. As concerns the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP), the United Nations Population Fund (UNFPA) and the International Fund for Agricultural Development (IFAD), JCGP, including several of its working groups and subcommittees, plays an important role on a number of key subjects as foreseen in Assembly resolution 47/199. Moreover, additional inter-agency consultations take place through such functional bodies as the Inter-Agency Working Groups on Evaluation (IAWGEs), and similar groups on audit, and there are ad hoc inter-agency consultations organized by the United Nations on the country strategy note, the programme approach and national execution.

4. This vast effort by the system to meet the challenge of reform and adaptation to the new requirements and challenges of development cooperation is presented in this report with a particular focus on outcomes and outputs, as requested in paragraph 11 of Economic and Social Council resolution 1993/7.

I. RESOURCE FLOWS

5. Comprehensive statistical data on operational activities for development for 1992 are provided in addendum 2. They reveal that total contributions from Governments and other sources to United Nations funds and programmes were $4.8 billion ($3.9 billion in 1991). Moreover, contributions to the operational activities of the specialized agencies (both assessed and extrabudgetary), totalled $870 million (in 1991 $948 million), bringing the total for operational activities for development within the United Nations system to $5.6 billion in 1992 ($4.8 billion in 1991). Next year's report, which will be issued in time for the comprehensive policy review of operational activities for development by the General Assembly, is expected to contain data for 1993 and 1994. Moreover, consideration is being given to introducing changes in some parts of the statistical report in order to reflect recent changes in the composition and nature of resources.

6. The year 1993 was marked by a significant downturn in contributions to operational activities within the United Nations system. Voluntary contributions pledged to UNDP in 1993 amounted to $910 million (core resources only), a reduction of 15 per cent below the 1992 level, forcing it to restrict commitments to only 70 per cent of indicative planning figures. Contributions

to UNICEF for 1993 amounted to $539 million (including supplementary funding), representing a drop of 22 per cent, as compared with $638 million in 1992. The overall income of UNFPA was reduced from $238 million in 1992 to $219.6 million in 1993, representing a reduction of almost 8 per cent. As concerns WFP, a target of $1.5 billion was established for the 1993/94 biennium (the same level as that of the 1991/92 biennium). So far only slightly more than half of this target has been reached; this pace is below that of the previous biennium (65 per cent) and is also cause for concern.

7. Such disturbing trends occur at a time of significant shifts in the composition of these funds and programmes. (For details, see the report of the Secretary-General on the funding of operational activities for development within the United Nations system (A/48/90), submitted in accordance with paragraph 34 of General Assembly resolution 48/162.) By the time the Economic and Social Council considers the present report, consultations on this subject will have taken place in accordance with Assembly resolution 48/162, and with the keeping in view of the objective of a substantial increase in resources for operational activities for development on a predictable, continuous and assured basis, commensurate with the increasing needs of developing countries (Assembly resolutions 48/162, annex I, para. 32, and 47/199, para. 3).

8. While the trend towards a multiplicity of funding methods illustrates the flexibility and adaptability of operational activities for development within the United Nations system, there is a potential danger that over-reliance on funding from other than central programming resources may limit unduly long-term planning and sustained support to development programmes/projects. In order to maintain the ability to programme activities in a coordinated manner, over a multi-year period, it appears to be essential to take measures for increasing the predictability and reliability of the levels of resources.

9. At a time of increased demand for operational activities for development to implement international development strategies and to meet growing needs at country levels, a comprehensive review of resource issues may be called for. Such a review should be based on the results of the consultations foreseen by the General Assembly in its resolution 48/162, annex I, paragraph 34. Moreover, the Economic and Social Council, in its decision 1994/218 (cited in para. 2 above), anticipated the consideration of this question at its substantive session of 1994.

10. Such a review should also focus on the substantive role of operational activities for development and the rationale for continuing, strong international support. Based on several decades of experience, those activities provide a vital other dimension to the work of the system, mostly at the country level, but also through intercountry, regional and global programmes. The developing countries particularly continue to consider development support through the United Nations system to be an important priority. If for no other reason, development cooperation must remain a vital and integral component of the work of the United Nations. Broad international support through the United Nations system is essential for an effective response by the international community to such challenges as poverty, violence, environmental degradation, population pressures, and illiteracy and those posed by trade. There has evolved a close partnership between the United Nations system and developing

countries, providing support free of political or economic conditions, and in accordance with internationally agreed principles and guidelines, established on the basis of consensus. It is one of the purposes of the present report to provide member States with a status report on progress being made on a number of the fronts for implementing those guidelines, with a view to making operational activities more effective and responsive to the needs of developing countries.

II. PROGRAMME DEVELOPMENT

A. Country strategy note (CSN) status report

11. Considerable progress has been achieved with respect to the introduction of the country strategy note (CSN) since the consideration of the subject by the Economic and Social Council in July 1993. Over 40 countries have chosen to prepare a CSN and many more are expected to do so in the near future. The CSN is having a positive impact on coordination and is enhancing substantive collaboration at the field level. The real test of the value of the CSN - when it is used in relation to the preparation of country programmes and as a framework for the preparation of major programmes of assistance - is still to come.

12. In support of this effort, and to draw on national experience, a country strategy workshop involving 11 senior national officials, resident coordinators and other United Nations system officials was held in Turin, Italy, from 11 to 14 October 1993. 1/ This workshop helped to clarify some practical questions, within the parameters established by the General Assembly in paragraph 9 of its resolution 47/199 and the ACC guidelines (see E/1993/73, annex II).

13. Subsequent to this workshop, guidance elements were developed in consultation with the organizations of the United Nations system and issued in March of this year. They have already provoked positive feedback and are facilitating the preparation of CSNs. The guidance elements paid particular attention to ensuring that the purpose of the CSN is clearly understood, to suggesting how the content of the CSN and the preparatory process might best be organized, and to outlining the practical implications of the CSN, particularly as a frame of reference for programming United Nations system development cooperation.

14. Information provided by resident coordinators, including copies of official communications from Governments, shows that as of mid-April 1994, 43 countries had formally indicated their interest in pursuing the CSN. More detailed information on progress being made is provided in annex II to this report. For another 12 countries, information was provided by resident coordinators indicating the Government's interest, but no formal communication has yet been received. For this category also, some preliminary work on the CSN is in progress. To date, only one country has completed a CSN.

15. With regard to the remaining Governments, one has formally indicated that it does not wish to adopt the CSN. Several Governments are inclined not to pursue the CSN at this time and decisions are pending in at least 40 countries.

Moreover, special circumstances prevailing in close to 20 countries preclude the possibility of actually pursuing a dialogue on the CSN at this time.

16. Considerable attention is being given to learning from the first efforts to prepare the CSN and to providing the requested support, including national workshops. The various organizations of the United Nations system have provided strong support to this process, including resources and substantive guidance. It is expected that by next year it should be possible to assess on a preliminary basis the effectiveness with which the CSNs have contributed to enhancing the coherence and impact of United Nations system support.

B. Adaptation and harmonization of programming cycles

17. JCGP established the following targets pursuant to paragraph 10 of General Assembly resolution 47/199:

(a) To achieve by 1996, 80 per cent coverage of countries as concerned the harmonization of programming cycles of UNFPA, UNDP and UNICEF and to relate them to WFP projects;

(b) In countries with a national plan, or its equivalent, to adapt the programming cycles of UNFPA, UNDP and UNICEF, in accordance with the preference of the recipient country, to the plan (either one year before, the same year as, or a year after, the plan);

(c) In countries without formal plans or their equivalent, to harmonize the programming cycles among themselves, taking into account the needs of governing bodies.

18. Based on these targets, JCGP decided in late 1993 to issue a joint UNDP/UNICEF/UNFPA letter signed by the executive heads of the three organizations to all resident coordinators, country directors and field representatives. It contained detailed guiding principles on how to proceed with the harmonization of country programme cycles. Those principles stipulated that the United Nations system cycles should correspond to the national development plan cycle wherever possible. In countries where a national development plan did not exist or was not relevant in the Government's planning process, consultations were to take place with Governments regarding the preferred duration and time-frame of the United Nations cycles.

19. In countries with emergency situations and where circumstances permitted, the three JCGP organizations were to discuss their programme cycles with the Governments. In countries where Governments did not have strong views on the subject, it was stipulated that a joint decision should be taken by the three organizations.

20. Following a detailed review harmonization can be achieved in most cases by adjusting the programme cycles of individual organizations. A number of countries' proposals were submitted for consideration by the executive bodies of the three JCGP organizations.

21. There is now a plan in place on the harmonization of programming cycles for all countries except where local conditions are not conducive to such an approach. It will be implemented with the start of the new programme cycles.

C. Programme approach

Overall situation of the implementation of the programme approach

22. The present section provides, as requested by the Economic and Social Council, in its resolution 1993/7, paragraph 4, an assessment of the implementation of the programme approach at the country level. The implementation of the programme approach by the United Nations development system was reviewed on the basis of reports for 1993 of resident coordinators and the findings of assessment missions undertaken to agencies headquarters and selected developing countries. 2/ Those findings were discussed at an inter-agency informal consultation held at Turin from 28 to 30 April 1994, and submitted to CCPOQ on 2 and 3 May.

23. The overall conclusion of the assessment can be summarized as follows: there is a strong commitment at all levels to using the programme approach; there is agreement on the basic principles for its application at the country level; there is an emergence of a programme approach logic, which coexists with the adoption of the project modality, particularly among those organizations that have recently adopted this approach; a more systematic and widespread use of the programme approach is taking place by using a variety of techniques; when effectively applied, the approach has proved to be a useful tool in improving substantive collaboration among United Nations system organizations. There is need to achieve greater consistency in the application of the programme approach. The effectiveness of the approach depends on a full understanding of its key elements and the proper implementation of those elements. Specific stages in the application of the programme approach are identified below. Those stages are being adjusted to specific country situations and to the specific requirements of each organization. An important element, on which information is provided in this section, is the question of monitoring and evaluation within the programme approach; to ensure full accountability built-in mechanisms for monitoring and evaluation are considered essential.

24. Two years after the United Nations launched a system-wide coordinated endeavour on behalf of the programme approach, the United Nations system possesses the main elements of a common understanding of the complex concept of that approach, and is making progress in its implementation. The programme approach opens up new opportunities to strengthen the capacities of Governments to manage inputs and activities, to integrate policy-making and priority-setting into operational programmes, and to set norms and standards for monitoring and implementation towards agreed targets, thereby promoting sustainability of development initiatives in the long run.

25. The programme approach is a modality that involves the United Nations system with upstream activities, such as strategic assistance, policy dialogue and aid coordination. By reducing the myriad of separate activities that characterize unconnected projects, the programme approach can enhance the

relevance of United Nations cooperation, its quality and effectiveness. It is also proving to be a useful tool for improving collaboration among United Nations organizations at the country level, favouring the existence of complementarity among them. It is attracting considerable interest among bilateral and multilateral donors, as it enables dialogue with the United Nations organizations and expands the possibilities of collaboration. The country strategy note process, where adopted, will benefit from the application of the programme approach, and vice versa. This positive situation arises from the existence of the following factors:

(a) Both Governments and United Nations organizations are frequently manifesting their will to support and pursue a programme approach in several ways. In some cases, official documents like policy frameworks or similar statements, development plans, recovery programmes, and guidelines for development assistance support have expressed this will explicitly, as confirmed by a few mission reports (for example, the programme approach has become government policy in Uganda and Bolivia). Concrete actions often translate this will into fact: programming procedures are being upgraded (for example, in Burkina Faso); and policy definition and programme development are being streamlined, and disarticulated collections of isolated projects, which used to prevail in development cooperation, are being replaced by new comprehensive approaches that focus on integration of activities and the attainment of well-defined priorities, programme objectives and targets;

(b) Although the programme approach is applied in various ways by organizations (and, sometimes, in different countries by the same organization), there is substantial agreement, within the United Nations system, on the basic principles that guide operations at the country level based on the common interpretation adopted by CCPOQ. Regarding the principal elements of that agreement one can mention that there should be an organic relationship between United Nations system activities and the national programme. The core of a programme approach by external donors is the use of their funds in a form best suited to achieving programme goals, no longer structured by projects but targeted to objectives (see E/1993/73, annex III, sect. A, para. 1). The programme approach requires the pursuit of national development goals through cohesive national programmes and that United Nations system inputs should be merged with national and other external inputs in support of programmes that have been conceived by the host country with such external assistance as it may seek (see E/1993/73, annex III, sect. B, para. 3. This element is reflected in the linkages between the country strategy note, country programmes and/or strategies of the United Nations organization and the national priorities of each country. Continuing efforts to internalize and integrate individual United Nations contributions within national plans, programmes and strategies are reported;

(c) A programme approach logic or culture is emerging in most United Nations organizations when they are designing their field operations, even if activities are still formulated in the project format as the prevailing modality. Although procedures vary within the United Nations system and among countries, this tendency is also shown in the growing concentration of external assistance within a smaller number of activities, in an attempt to increase development impact, avoid duplication and improve cost-effectiveness. The

design of cooperation initiatives is better defined in programmatic and strategic terms. Flexibility in resource allocation and contributions from various external sources are being sought as better devices for achieving improved performance in United Nations cooperation. Impact monitoring is frequently included;

(d) More systematic and widespread use of the programme approach is being made on the basis of various techniques. The adoption of new guidelines by UNDP for the preparation of programme support documents (PSDs), already applied in a number of countries, may generate further momentum in the adoption of the approach. In some countries this methodology has found wide application and become government procedure. UNICEF has been using a comprehensive methodology of the programme approach for some time with clear linkages between the analytical phase and policy dialogue, on the one hand, and the programme development phase, on the other, and a strong emphasis on the identification of objectives and targets, and the employment of monitoring techniques. The programming methodologies followed by UNFPA, WFP and others include built-in mechanisms of impact monitoring and evaluation, and stress the need to harmonize with contributions from other organizations within articulated development strategies. The World Health Organization (WHO) operates on the basis of national health strategies. The involvement of specialized United Nations organizations (for example, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Industrial Development Organization (UNIDO), the International Civil Aviation Organization (ICAO) and the United Nations International Drug Control Programme (UNDCP)) in the preparation of sectoral master plans favours the inclusion of their technical assistance in consistent programmes. The programme approach has also been applied in response to directives of the General Assembly and Economic and Social Council, in the formulation of programmes in areas where the United Nations system has a strong advocacy role, such as poverty eradication, human development, education, deforestation, Agenda 21, 3/ and human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS). In these cases, the programme approach has energized the establishment of a close inter-agency collaboration.

26. While there is agreement on the definition and concepts of the programme approach, within the United Nations system, the United Nations organizations follow various paths in moving from the general concepts to action, along a continuum ranging from a "pure" programme approach to a mix of the project approach and some elements of the programme approach: global frameworks/strategies, national plans, interregional and regional programmes, intersectoral and sectoral programmes, integrated development projects, clusters of projects, and umbrella projects. Each of these levels represents attempts to respond to the notion of the national programme as defined by CCPOQ, although not all the elements of the programme-approach logic may be present in every case.

27. It is important to relate the existing development planning machineries to the requirements of the programme approach. There are countries that have comprehensive multi-year development plans, while others, especially those under structural adjustment, have often replaced these instruments with new programming tools, as the former were too rigid to accommodate institutional and structural changes. In this latter case, strategies are defined in practical

terms, and development initiatives (investment, technical assistance) are planned on a flexible, rolling basis instead of making use of a lengthy process of complex multi-year development planning. In either case, time-bound objectives are identified and are used as a basis for the programme approach; the United Nations development inputs represent contributions to the achievement of those objectives.

28. The existence of global plans cannot be considered a sufficient condition for the programme approach's being successfully applied. Only if the national programming machinery is fully articulated, from the macrolevel to the sectoral and operational levels, with built-in mechanisms of monitoring and evaluation, and adequate instruments for short-term adjustment, do these global planning mechanisms represent a satisfactory basis for the programme approach. In many other cases, these plans barely manage to define the vaguest of development strategies, with loosely conceived national goals and sometimes no time dimension. While the value of these loose plans should not be underestimated as strategic outlines, their role is none the less limited to the defining of priorities. In order to promote development with concrete activities, those plans are complemented by programming activities at an intermediate, operational level. Programmes are elaborated as managerial tools for decision-making, focused on specific priority areas, and defining targeted sectoral and intersectoral strategies and time-bound variables. This operational phase is the essence of the programme approach. When the addition of these new programming tools is required, the United Nations system can and does provide assistance in the formulation of operational programmes.

29. The field assessment reveals the extensive use of umbrella projects or clusters of related projects as a means of implementing the programme approach. Whenever these clusters of umbrella projects operate within an explicit and thorough national strategy, the programme-approach logic is being applied. This requires that, at the initial stage, a thorough assessment of the development needs and the operational definition of a strategy be carried out; otherwise, the links between projects become too loose, and monitoring activities cannot be implemented.

30. The relative size of a United Nations system activity in the host country may be relevant to the assessment of the application of the programme approach. The choice between the project and programme modality for specific initiatives often depends on the relative scale of the United Nations contribution: if the contribution is modest as compared with the global investment in a specific area, projects are often the answer. However, the programme approach may still be pursued if the individual projects are conceived as catalytic elements for larger national programmes, thoroughly designed, supported also by either domestic resources or non-United Nations donors.

31. The trend towards consolidating a number of small projects into a single larger one has rationalized cooperation. Projects that become larger are often treated as "programmes", particularly if they meet certain conditions, that is, if they are of significant size in relation to the sector in which they operate, or as related to the dimension of the national problems that they tackle, and if they include complex activities and a variety of objectives and targets; if they entail a multiplicity of actors and a variety of external donors; if they

reflect clearly defined strategies, and are sensitive to the socio-economic concerns of the target group (which are normally seen as "external conditions" in smaller-sized projects).

32. The application of the programme approach is expected to reflect the variety of mandates and the evolution of the United Nations system organizations, as well as different institutional and structural conditions of development planning prevailing in each country. However, some difficulties could arise if the programme approach is not pursued systematically and not all the operational elements of a "national programme" are available. In that case, some elements of programme-approach logic may be present, while others may be missing. For instance, the assessment of resource allocation and the design of programme components may be incomplete; the preliminary analysis of global development factors which affects programme formulation may be incomplete, leading to organizational and managerial consequences in the implementation phase of individual programme components; the inadequate analysis of the interaction between related initiatives may generate serious problems of inconsistency; managerial responsibilities in complex and heterogeneous programmes may be fragmented among individual components of the programmes or strategies; monitoring and evaluation may be defined only at the microlevel, thereby preventing national authorities and United Nations organizations from focusing on impact analysis; and, finally, in the absence of a programme framework, the flexibility inherent in using alternative inputs, within strategies bound to specific goals and objects, may be practically impossible to achieve. Procedural rigidities may appear, as are often seen with the project modality, where resources are allocated in separate project budgets (budget revisions being ordinarily allowed only within projects and within narrowly defined parameters).

33. In order to overcome these difficulties, the application of the programme approach should become more systematized and widespread. This may require more effort in preparing and working with the concerned national officials and United Nations system staff who are responsible for employing the new tools. The variety of procedures prevailing in the United Nations system and the complexity and uncertainty about the very nature of the programme approach, which still represents an innovation for many, make the understanding of the entire process difficult. As a consequence, the system is considering how to ensure that training activities improve awareness and knowledge of the programme approach both at the country level (for United Nations officials and national civil service) and at headquarters.

34. The relationship among United Nations organizations, government, other donors, and local communities will be affected, as the programme approach in its very nature requires much more complex and intensive policy dialogue among all relevant development actors, and a full understanding of the management requirements of the programme approach.

35. Although the programme approach has been designed for programme implementation at the country level, for its direct linkage with national programmes, national policies often internalize global and regional strategies. For example, Agenda 21 for the environment and the international strategy for the implementation of the Convention on the Rights of the Child are generally

reflected in national plans of action. The application of the programme apprcach at the intercountry programming level none the less needs to be further developed, including the review of the requirement for ownership, currently defined only at the country level.

36. While a few development themes may become the core of new country strategies, it is not always easy to accommodate all priority sectors requiring technical assistance. This explains the concern, often expressed by small and highly specialized agencies such as the International Maritime Organization (IMO), the World Meteorological Organization (WMO) and the International Telecommunication Union (ITU), with no field representation, that the programme approach, coupled with national execution, may diminish their contribution to the efforts of many countries to acquire technology and modern infrastructure in their respective fields of competence. It should not be overlooked, though, that highly specialized technological requirements are frequently present at the level of sectoral strategies, where the programme approach is easily applied. Sectoral master plans can thus be the ideal environment for the programme approach for these highly specialized United Nations system organizations.

37. In order to achieve a wider application of the programme approach, six steps or stages should be followed. They can facilitate the application of the programme approach:

(a) Assessment of the development needs of the country through situation analyses and sectoral reviews (based on national plans/priorities and United Nations goals/objectives/mandates);

(b) Articulated identification of development policies/strategies in order to allow the definition of priorities and their selection;

(c) Definition of how each of the priorities will be pursued, and identification of specific objectives and targets, bound in a clear time-frame;

(d) Programme development phase (in order to define United Nations system support, for each priority area there will be a more detailed situation analysis and needs assessment leading to specific programmes, taking account of estimated available resources; programmes will be articulated into a number of possible components or activities, often defined as individual projects);

(e) Definition of the modality of implementing programme components through consensus between United Nations organizations and beneficiary Government, ministry or community;

(f) Periodical programme reviews as regular components of the process, and inclusion of a built-in monitoring and evaluation mechanism.

38. The United Nations system is reviewing how best to ensure that throughout the programming exercise a continuing dialogue with the Government is maintained and extended to the other important development actors, including non-governmental organizations and the private sector.

39. As a result of consultation within the United Nations system, it was underlined that the programme approach should be a mechanism to identify and draw on the comparative advantage(s) of the United Nations system itself: the synergy between multiple United Nations organizations in this process may result in an exponential impact of the assistance provided. It is recognized that better interaction between and among global mandates, regional requirements and country development goals and challenges requires improved cooperation with Governments in some areas.

Monitoring and evaluation in the context of the programme approach

40. Particular attention was given by CCPOQ and other inter-agency consultation mechanisms to the question of monitoring and evaluation (M&E) in the context of the programme approach, including inter-agency consultations in April 1994 in Turin, and a review of draft principles on this subject prepared by the Inter-agency Working Group on Evaluation (IAWGE). Progress on the important subject of accountability is being made as the conceptual and practical issues of the programme approach are being resolved.

41. Monitoring is being conceived as a tool of ongoing programme management, closely linked to a continuing control of achievement of programme targets and objectives. Thus built-in mechanisms for M&E must be inserted at the beginning of programme design.

42. It is recognized that the introduction of an effective M&E system is an essential component of the programme approach. Such systems are needed to address such issues as policy matters, relevance of the programme in an evolving environment, and managerial concerns including coordination, appropriate allocation of resources, performance (including effectiveness and efficiency), sustainability (including capacity-building) and impact.

43. The importance of the involvement of national authorities in the M&E activities within the programme approach is consistent with the fundamental responsibility and ownership that the Government assumes as regards its national programmes. This is being recognized by the system. The need to develop national systems for monitoring and evaluation of programmes is a normal consequence. Links with the monitoring and evaluation requirements of the individual United Nations organizations need to be further explored, inter alia, by various governing bodies dealing with the accountability of resources at the disposal of various organizations.

44. Although the ultimate responsibility of M&E activities lies within the country, the United Nations system must be involved by contributing to the development of national systems of M&E. Similarly, collaboration with national authorities in M&E activities must be strengthened, with account being taken of the comparative advantage and expertise accumulated in this area by United Nations organizations. Individual countries should have access to United Nations system technical expertise, in their attempt to upgrade their national capacities in this area, both at the stage of the formulation of new initiatives and during their implementation.

45. Consideration is being given to whether there should be only one system for M&E in the context of the programme approach, namely the national system, which should also service the specific needs of United Nations organizations in terms of ensuring accountabilities to their governing bodies and their funding sources. This idea needs to be further analysed to verify whether a national programme evaluation framework would be sufficient in the view of the governing bodies of United Nations organizations. Moreover, further study is under way on the following issues: (a) the application of an M&E methodology to global, regional and subregional programmes; (b) the design of feedback mechanisms to make use of the findings of the evaluation activities for other programmes; and (c) the methodological difficulties in evaluating the performance and impact of individual agency/donor support to a national programme.

D. National execution

46. The Economic and Social Council, in its resolution 1993/7, paragraph 5, requested the Secretary-General to undertake a review of the progress made by the United Nations system in applying national execution at the country level, including an assessment of the experience gained of the implementation at the field level of the common United Nations system guiding principles for national execution. In responding to this request, a three-pronged approach was adopted: (a) review of the relevant information contained in annual reports of the resident coordinators for 1993 which contained a specific section on this question; (b) review of responses received to a detailed questionnaire sent to selected resident coordinators; and (c) missions to eight developing countries. 4/ The terms of reference for the missions which were formulated in consultation with the organizations and agencies of the United Nations system were also used as the basis of the questionnaire sent for written reports from selected resident coordinators.

47. An inter-agency meeting convened by the United Nations at the International Training Centre of the International Labour Organization (ILO) in Turin, Italy, in the last week of April 1994 reviewed the reports and findings of the missions. The report of this meeting was considered at the inter-sessional meeting of CCPOQ, held in Geneva in early May (see ACC/1994/12), including recommendations for steps to be taken by the system to facilitate the implementation of this modality. The present report draws upon all these sources and provides an overview of the progress achieved in the implementation of the modality of national execution and provides some indications for further action, which are also reflected in the appropriate section of the work plan contained in annex I.

48. The implementation of national execution by the United Nations system, in terms of the common interpretation formulated by CCPOQ, is characterized by broad acceptance, although there are wide disparities in extent (5-100 per cent) and wide diversities in approaches.

49. This modality has been most widely introduced in the case of UNDP-supported programmes and projects. In many countries, nationally executed programmes and projects exceed 80 per cent, and are moving towards 100 per cent, of those supported by UNDP. UNICEF and WFP have already achieved complete national

execution, while UNFPA is very close to achieving a similar level in many countries.

50. In some countries, particularly in Africa, only a small proportion - about 5-10 per cent - of UNDP-supported projects/programmes are being nationally executed. While in general terms the low percentages are attributable to a joint UNDP/government assessment of the level of executing capacity, it is not always possible to strictly correlate relative percentages and relative national capacities.

51. In terms of approaches taken by the various funds and agencies, diversity remains, due primarily to the precedents and practices adopted over time, the nature of the activity and the mandates determined by the governing bodies. UNDP has for many years relied on the United Nations system executing agencies as executing agents. The introduction of national execution thus involved a major change as the executing role was being transferred to the government. UNICEF- and WFP-supported programmes and projects have been implemented under the national execution modality for many years. UNFPA, in some countries, functions as a procurement agent for the projects that it supports, leaving the government to undertake the central functions of an executing agent. During the last two years, UNFPA has rapidly turned to national execution. Specialized agencies like FAO, WHO and UNIDO, in so far as their non-UNDP funded projects are concerned, combine the functions of funding body and executing agency, with implementation functions often being assigned to a national entity.

52. The common interpretation formulated by CCPOQ in response to the request contained in paragraph 22 of General Assembly resolution 47/199 reflects the fact that the implementation agency can be distinct from an executing agency, although the latter has overall responsibility, inter alia, for substantive accountability. This distinction is an important one and one that is helping in the further decentralizing of national execution to the most appropriate entity. In UNDP-supported projects, where a governmental agency, such as a ministry, is designated as an executing agency, the functions of an implementing agency are often delegated to other national agencies, such as autonomous institutions or other bodies closer to the field, and having the requisite technical and administrative capacity. In some cases, Governments designate a United Nations system agency as an implementing agency, in recognition of the specialized nature of the work and the competence and expertise available in that agency. In the case of UNICEF and WFP, their programmes and projects are usually developed in consultation and agreement with the government, and at the time of their formulation, agreement is reached on those elements that will be implemented by the government and those by other national bodies as well as on those that will be carried out by the funding body itself. When required, UNICEF undertakes selected functions such as procurement and supply of equipment. In the case of WFP, supply of food constitutes the resource and the actual process of transportation and distribution is generally left to the concerned government agency.

53. In regard to financial procedures under national execution, important differences still exist. Thus, UNDP makes quarterly advance payments and expects expenditure reports at the end of each quarter. UNICEF generally reimburses the actual expenses already incurred. The role of implementing

agencies, particularly in a programme context, is becoming specially important. It involves many of the substantive functions, and executing agencies such as ministries assume responsibilities for overall management, financial reporting and accountability.

54. In regard to decentralization of some of the functions of an executing agent or implementing agency to a non-governmental organization or other grass-roots body, there are different practices and policies in the United Nations system. UNICEF has long been involved in associating non-governmental organizations, with the agreement of the host country, and private institutions in its activities. Specialized agencies like WHO have also selectively used non-governmental organizations in carrying out technical cooperation. UNDP's rules and procedures permit the use of non-governmental organizations as an implementing agency, but overall executing agent functions are assigned to a governmental agency which assumes financial and administrative accountability. The trend is increasingly in the direction of using non-governmental organizations and consideration could be given to using them as executing agents as long as financial accountability can be ensured.

55. An important issue in national execution is the question of accountability. In this context, Governments play a triple role: as sovereign entity, as a recipient and as an executing agent. Furthermore, in many programmes Governments contribute substantial resources, often many times greater than the United Nations system. This requires changes and adjustments in the traditional way the functions of accountability, monitoring and evaluation have been discharged. It also requires that Governments be assisted in acquiring the necessary skills and capacities for monitoring and evaluating programmes and projects. Efforts are under way within the systems to meet this important need; the role of specialized agencies is particularly relevant as concerns substantive and technical accountability and more progress may need to be made in this regard with respect to UNDP-supported projects/programmes.

56. As indicated earlier, wide disparities exist in different countries in relation to the extent and degree to which national execution, particularly UNDP-supported programmes and projects, has been adopted. In terms of capacity and preparedness, there are significant gaps, particularly among the least developed countries. The United Nations system, through the resident coordinators, has conducted workshops, seminars and training to build and enhance national capacities for executing programmes and projects. The Administrator of UNDP in December 1993 issued special instructions to UNDP resident representatives to provide direct country support to national execution, and procedures were modified to provide a legal framework for more efficient support to Governments complying with responsibilities in the implementation and execution of UNDP-supported projects. UNDP has also used "add-on funds" to create and support special units in many countries. This approach lightens the burden on government institutions of applying UNDP administrative requirements to projects that they execute.

57. The process of selecting an appropriate organization for national execution is carried out jointly by the Government and the funding agencies. In some countries, different national executing agencies have been identified for different phases of the same project.

58. While these support units, which are temporary in nature, have been found to be useful, there are many other countries, particularly least developed countries and countries in Africa, that have not created such units. Furthermore, the capacity to execute programmes and projects and to manage various inputs and complex programmes and projects requires a broad range of skills and capacities. There is still a need to assist and build national capacities for national execution. Needs vary from country to country and a country-specific assessment must be made to identify the precise requirements and to tailor appropriate modalities and strategies.

59. A fundamental issue concerning national execution is the role of the specialized agencies of the United Nations system. The General Assembly, in paragraph 19 of its resolution 47/199, recognized the important role of the specialized agencies of the United Nations system within their respective areas of competence and the need for a clear division of labour in facilitating and providing the necessary technical and substantive expertise for programmes and projects supported by the United Nations system. In the same resolution (para. 17), the Assembly also stressed the need for the United Nations system to strengthen its capacity to provide policy and technical support and advice at the request of recipient countries. There is concern among agencies, inter alia, at the country level, that their technical and substantive role is not sufficiently integrated into national execution. This perception is particularly prevalent in the context of UNDP-supported programmes and projects. Concern has also been expressed by the smaller and more sharply focused agencies such as ITU, ICAO, the Inter-Governmental Maritime Consultative Organization (IMCO) and WMO which, unlike the bigger agencies, do not have field-level presence and country-level representation.

60. It has been generally acknowledged that while national execution divests agencies of their overall managerial and executing responsibilities, it should not compromise their analytical, technical and technological roles, particularly as concerns technical back-stopping and monitoring required for effective substantive accountability. Moreover, in a broader sense, the critical role of technology in the development process is increasingly being recognized and many developing countries are looking towards the United Nations system to provide them with affordable access to advanced technologies as well as to blend their traditional technologies with modern science-based technologies.

61. UNDP is acquiring useful experience under its new successor agency, technical support services (TSS), in this regard. Under this arrangement, the larger United Nations agencies carry out sectoral or thematic studies at the request of UNDP under TSS-1 and monitoring and other technical back-stopping services in connection with nationally executed projects under TSS-2. There is some concern that TSS-2 arrangements have not led to effective United Nations system involvement in many countries. Furthermore, smaller technical agencies use the old support cost system and thus have no access to this facility. The specialized agencies of the United Nations system are also expected to complement these resources with their own "in-house" resources so that together they are sufficient to finance the inputs from the specialized agencies. There is some reluctance by specialized agencies to be involved in operations for which they are not executing agency, a situation aggravated by the fact that there is a general shortage of funds within the United Nations system.

62. Given the growing sophistication and complexity of development cooperation and the variety of emerging needs, the United Nations system and the United Nations agencies in particular would need to adopt and sharpen their technical and technological capacities. This becomes particularly topical at a time of rapidly changing requirements and technological advances and when many Governments are formulating specific programmes and projects to implement global agreements like Agenda 21.

63. In summary, the United Nations system is now firmly committed to national execution as the norm for executing United Nations operational activities. Although significant differences remain, the primary objectives of internalizing external assistance and establishing the central role of Governments in the direction and disposition of resources and the control of operational activities are now achieved. At the same time, there are several countries, particularly in Africa, that do not have all of the required technical and administrative capacity to manage the various inputs and issues that are involved in national execution. That capacity will become even more critical as the system moves towards the programme approach. Increasingly, national execution and the programme approach will converge, and this will facilitate an integration of all facets of development cooperation. It will also, in turn, necessitate a continuous adaptation of accountability, appraisal, monitoring and evaluation to take note of the changed roles of the Government, of the funding bodies and of United Nations agencies. Experience over the last two years has also highlighted the need to review how the specialized agencies of the United Nations system can contribute effectively to nationally executed programmes and projects, particularly for substantive accountability and technical back-stopping.

III. RESIDENT COORDINATOR SYSTEM AND COORDINATION AT THE COUNTRY LEVEL

A. Resident coordinator and coordination

64. The strengthening of the resident coordinator function has received priority attention; clear results have been achieved and further steps are in progress.

65. At the UNDP Global Meeting held at Rye, New York, from 21 to 25 March 1994, the importance of these efforts was stressed by the Secretary-General, who reiterated the importance of strengthening the resident coordinator system in accordance with General Assembly resolution 47/199. He also expressed support for the JCGP approach, elaborated below, to expanding the "pool" of candidates. The ideas and recommendations on substantive collaboration arising from the Global Meeting are in the process of being reviewed for eventual implementation, and strengthened substantive collaboration within the United Nations.

66. Earlier, the JCGP High-level Meeting, Dhaka, Bangladesh, 6-8 February 1994, approved a proposal by UNDP (elaborated in a JCGP working group) on establishing country-specific vacancy pools, essentially in connection with the annual reassignment exercise. Candidates would be recommended by JCGP executive heads, and the intention is to draw also from the system at large, and other sources.

In making a selection, the Administrator will take into account advice and comments from executive heads and from JCGP meetings at the senior level. The selected candidate(s) will be submitted by the Administrator to the Secretary-General. Upon agreement of the Secretary-General, the existing procedures for consultations with members of ACC and for obtaining clearance from host countries will be implemented by the United Nations. Once these steps are concluded, the designation of the resident coordinator by the Secretary-General will take place.

67. As these new arrangements have just been established, it is too early to provide a specific assessment on results achieved. A few candidates from JCGP have already been nominated and designated, and it is expected that the full effect of the new system will be felt in next year's reassignment. The spirit of cooperation that this agreement exemplifies is having a positive effect on other elements in the functioning of the resident coordinator system, including more effective substantive collaboration and coordination.

68. Thus CCPOQ, through a working group chaired by the United Nations, will revise and update the guidelines on the functioning of the resident coordinator system, taking into account recent legislation and agreements, inter alia, in the area of humanitarian assistance. Moreover, an effort will be made not only to improve the monitoring of performance in relation to these guidelines, but also to provide newly appointed resident coordinators with systematic and substantive support and training. A strengthened system of annual reporting by resident coordinators is in place, including a careful analysis of the reports to identify further areas for improvement. CCPOQ has reviewed an analysis of the reports and will take it into account in consolidating guidelines. It is expected that most of these measures will be operational by early next year.

69. Resident coordinators are being asked to enhance coordination by providing substantive leadership in a variety of tasks. In addition to personal qualities, experience and professional knowledge, and systematic support, resident coordinators also need further financial and human resources support. Some steps in this regard are being considered, particularly in relation to specific tasks, such as the preparation of the CSN and the programming of joint activities in fields such as poverty, AIDS and human development.

B. Coordination arrangements

70. The General Assembly, in its resolution 47/199: (a) (para. 40) called upon resident coordinators to take the necessary steps, in those countries where the scale of the activities of the United Nations and the number of funds, programmes and specialized agencies so justified, to establish, in consultation with host Governments, an appropriate field-level committee which would serve as a United Nations coordinating mechanism in all the countries concerned; (b) (para. 41) called upon that coordinating mechanism to undertake advisory functions including the provision of guidance and advice on proposed programmes of funding organizations, the review of agency sector strategies and evaluations and the investigation of specific problems and issues requiring a coordinated response; and (c) (para. 39 (g)) requested the Secretary-General to strengthen the resident coordinator system with the aim of allowing the resident

coordinator to propose the amendment of country programmes and major programmes and projects to bring them into line with the country strategy note (CSN), where in place. In this connection it is understood, as stated in the same resolution, paragraph 11, that assistance should be based on an agreed division of responsibility among the funding organizations, under the coordination of the Government, in order to integrate their response into the development needs of recipient countries.

71. As had been communicated to the General Assembly in 1990, the consolidated ACC agreements of 1989 and 1990 on the resident coordinator system encouraged resident coordinators to establish inter-agency advisory groups focused around priority sectors or themes to assist in facilitating a coherent and integrated approach by all organizations in support of the Government's plans and priorities. Such groups would normally be chaired by the agency or group most directly involved with the sector or theme. Moreover, the ACC guidelines on the CSN, communicated to the Economic and Social Council in 1993 as part of the Secretary-General's progress report on the implementation of Assembly resolution 47/199 (E/1993/73, annex II), called for the establishment of appropriate field committees, in accordance with Assembly resolution 47/199, and for the resident coordinator to form subgroups focused on the key themes of the CSN, chaired by the organization or individual best suited to the task (including the resident coordinator) and operating under the overall guidance of the resident coordinator.

72. Based on these parameters, during the past year the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat has been monitoring the establishment of field-level coordinating committees and associated thematic groups, inter alia, in the light of the steps being taken in several countries to formulate a CSN. Significant progress has been made by resident coordinators in implementing the measures called for in General Assembly resolution 47/199 regarding field-level coordination mechanisms. It has also become evident that efforts to improve coordination at the field level have enhanced communication, and created a new willingness to identify common problems, to join forces in solving them, and to take innovative steps to do so in the interest of better meeting the needs of host countries. The role and interest of the host country in coordinating external assistance are a key factor in determining the effectiveness of coordination within the United Nations system. In addition, the team leadership qualities of the resident coordinator are an important element. In this regard, the senior field representatives workshops carried out under CCPOQ auspices at the Turin Centre are playing an important supportive role.

73. In 34 of the 128 countries that have resident coordinators and on which data have been obtained, special circumstances preclude the establishment of coordination arrangements. Such circumstances include a very small United Nations presence and/or programme, emergencies and political constraints.

74. Of the remaining countries, 74 have established field-level coordinating mechanisms. In 45 of those countries, both a coordinating committee and associated thematic subgroups have been established. In 19 countries there is a coordinating committee but thematic groups have not yet been set up, and in 10

countries there are thematic groups but no separate, formally constituted coordinating committees.

75. Most of the 43 countries that have decided to proceed with the CSN have established coordinating committees and thematic groups. Those that have not are planning to do so as soon as the CSN formulation exercise gets under way.

76. Scope and structure vary, depending on the size and circumstances of countries and the United Nations presence. Field-level coordination committees in general aim to improve coordination on policy; administrative, operational and security issues; and, in cases of emergency, humanitarian assistance. Typically, coordination evolves to cover identification of areas for joint action and issues of a more programmatic and substantive nature. Usually meetings are held on a regular basis, frequently monthly. Often the venue rotates from agency to agency. Committees are usually chaired by the resident coordinator, although they may be chaired by a representative of another organization in emergency situations. In some countries, the Consultative Group meetings, led by the World Bank, are central to coordination efforts.

77. Thematic groups and subgroups are usually led by the agency that has the strongest mandate in each sector, or co-chaired by two such agencies. In some countries, however, the Government leads them, while in others they are chaired by UNDP programme officers. Occasionally, donors take a leading role in thematic subgroups.

78. Many of those subgroups deal with the concerns of the provisions of General Assembly resolution 47/199, such as national execution, harmonization of rules and procedures and common premises and the CSN. Frequent focuses of these thematic subgroups in different countries include environment, women in development (WID), human development initiatives, nutrition, health, water and sanitation, AIDS, poverty alleviation, food security, World Summit for Children follow-up, education, structural adjustment, administrative reform, small- and medium-sized industry, private sector development, rural development, population and drug control.

79. The resident coordinators in some countries have indicated that there is no need for thematic groups because the overall coordination committee deals directly with sectoral/thematic issues or that such committees will be formed at the time of the formulation of a CSN. In a few very small countries, substantive coordination and joint programming are carried out in a less formal manner.

80. The diversity in the level and nature of coordination seems primarily attributable to the different circumstances facing each country, including the Government's own policy on coordination. The managerial approaches of resident coordinators appear to play a role as well. Also important are the approaches taken to coordination by agencies.

81. There are constraints to field-level coordination that still need attention. These include the need to further update and consolidate the guidelines for the functioning of the resident coordinator system, to improve understanding of mandates and capacities among all members of United Nations

country teams, to agree on a clear division of labour based on the mandates and comparative advantages of each organization and to find a solution to the persistent problem of inadequate financing for the relatively modest costs of the coordination required if the United Nations is to deliver its support to host countries in the most effective manner. Although some ad hoc solutions to the resource problem have been found, they tend to rely heavily on the individual abilities of the resident coordinator and they are not system-wide. This problem was addressed last year in Economic and Social Council resolution 1993/7, paragraph 7, and deserves continued attention.

IV. PROGRAMME ACCOUNTABILITY AND SUPPORT

A. Monitoring, evaluation and audit

82. The United Nations system, through both JCGP and CCPOQ, has taken steps to harmonize evaluation and monitoring policies and procedures, with the aim of implementing a harmonized approach on 1 January 1995, as requested in paragraph 34 of General Assembly resolution 47/199.

83. The evaluation units of JCGP funds and programmes prepared a report containing the elements for the harmonization of monitoring and evaluation. Based on the earlier work by the Joint Inspection Unit (JIU) and the United Nations system in developing a common glossary of terms and concepts, the report prepared by the JCGP group defines alternative approaches to putting into practice these agreed concepts. It analyses three alternative strategies for achieving greater harmonization of monitoring and evaluation and focuses on three topics: (a) project/programme policies, concepts and products; (b) monitoring products for the project/programme; and (c) coordination mechanisms (common consultant roster, database sharing, training and joint evaluations). JCGP will act on this report at its next meeting with the aim of meeting the requests contained in General Assembly resolution 47/199, paragraph 34. It is expected that once JCGP has taken a decision on this matter in September, work will proceed on project/programme policies and products, particularly in the context of the programme approach. This work can be completed by late 1994.

84. Regarding management audit systems, a meeting among JCGP agencies to discuss this issue was held in January 1993. At the meeting, four of the five JCGP organizations reaffirmed the adoption of the General Specific Standards for the professional practice of Internal Auditing adopted by the Internal Audit Services of United Nations Organizations at their 22nd meeting held in 1990. The fifth JCGP organization adopted the standards, and complete harmonization of audit standards within the JCGP was thereby achieved.

85. In addition, JCGP members adopted the definition of management audit that had been presented by the Institute of Internal Auditors to representatives of the Internal Audit Services of United Nations Organizations at their 23rd meeting in 1991. Finally, common guidelines for harmonization of management audit procedures for audit of the programme and project cycle are being developed by the JCGP working group on this matter.

86. A study on prospects for greater harmonization of aid accountability among JCGP partner organizations has been commissioned by UNDP, UNICEF, UNFPA and WFP. Recommendations as to how all five organizations' accountability requirements could be harmonized will result from this study, which was scheduled for completion by end-April 1994.

87. Special attention is being paid to strengthening national capacity in evaluation and to the question of feeding the lessons learned through monitoring and evaluation into improved programmes. Concerning the former, efforts are in progress to assess capacity at the national level and to determine how the United Nations system can best assist in strengthening national capacity. Moreover, UNDP is active in building national capacity in evaluation. Workshops have been conducted in Africa, Asia and Latin America. Common objectives in this regard are being pursued in cooperation with the Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) and the World Bank.

88. Concerning the question of feedback of lessons learned through evaluation, greater effort is still required to review this question in a more systematic manner, including the system level. Therefore, IAWGE has placed this item in the agenda of its next meeting. The question was to be considered by the UNDP Executive Board at its second regular session, 10-13 May 1994, on the basis of a report (document DP/1994/24).

89. It is anticipated that as a result of these various steps a more harmonized approach to the monitoring, evaluation and audit of United Nations system operational activities for development will be achieved by next year. It is expected that greater attention will be paid to national capacity-building, inter alia, in the context of the programme approach (see subsect. II.C).

B. Harmonization of policies and procedures

90. Action under this heading is guided by paragraphs 29-34 of General Assembly resolution 47/199.

91. A working group established by JCGP in 1993 under the chairmanship of the United Nations considered the development of a common manual as requested in paragraph 33 of General Assembly resolution 47/199. An analysis of the issues involved in preparing such a manual was undertaken with a particular focus on defining the potential burden on recipient countries in their interaction with the United Nations system. The analysis also focused on the fact that the key areas for harmonization should involve the rules and procedures concerned with strategy formulation, programming and programme implementation. This analysis revealed that moves towards standardized and uniform procedures, as compared with harmonized approaches, would be too time-consuming and expensive in terms of necessary retooling of organizational systems and training. The analysis also highlighted the fact that rules and procedures are affected by decisions and processes in the broader context of strategy formulation and programming exercises. A meaningful approach to harmonization should therefore focus on these dimensions.

92. Based on this analysis, the JCGP High-level Meeting held in Dhaka from 6 to 8 February 1994 concluded that work towards a common manual could be undertaken most positively by building up, block by block, those areas where agreement had been reached. It was further acknowledged that a proactive approach should be taken in building up these blocks, as has in fact been the case with the ACC agreement on the programme approach and national execution, and progress in the areas of monitoring and evaluation and the CSN. It is expected that the last-mentioned elements will constitute the core of the common manual. CCPOQ, at its second session, held in Geneva from 21 to 25 February 1994, concurred with the above approach (see document ACC/1994/3, para. 33).

93. In view of the above, it is thus planned to consolidate the various agreed guidelines and common interpretations into a single, integrated text which would be widely distributed and used as a training and operational support tool. This text will be updated as agreements on specific areas are achieved.

C. Decentralization

94. Action for increased decentralization of the operational activities for development of the United Nations system is guided, inter alia, by paragraphs 24-27 of General Assembly resolution 47/199. It involves action to increase delegated authority at the country level and the strengthening of capacity at that level in relation to programme requirements.

95. A unique strength of United Nations system operational activities is their high degree of decentralization, a sine qua non for daily contact with Governments and interaction with non-governmental organizations and civil society. To ensure effectiveness and efficiency in operational activities for development, which are undertaken at the request of Governments and in accordance with their specific needs and priorities, decentralization, flexibility and adaptability are of key importance.

96. As already indicated in last year's report and recognized by the General Assembly in its resolution 47/199, decisions to increase decentralization of operational activities for development are the responsibility of each governing body of the United Nations system and executive heads, in the specific context of their mandates, the nature of the services they provide and the funds available for operational activities for development. A detailed report on measures taken in this area is contained in annex I to this report.

97. The question of decentralization is also dealt with at the collective level. In November 1992, for example, the Consultative Committee on Substantive Questions (Operational Activities) of ACC issued guidelines on enhancing the role and effectiveness of the resident coordinator/representative system in regard to organizations without independent field representation in order to ensure that developing countries would be familiar with the technical capacities of those organizations without field representation and able to tap those capacities as required. At its first regular session of 1994 (14-18 March) CCPOQ was informed that its Working Group on Decentralization had identified the following five broad areas related to decentralization for further review over the coming months: secretariats/mechanisms, governing body responsibilities,

funding, delegation of authority and field structures. To assist in this effort, CCPOQ is studying data on field staff resources.

98. A few key trends can be discerned with regard to decentralization within the United Nations system:

(a) The emphasis on decentralization runs parallel to and reinforces the other provisions of General Assembly resolution 47/199, including the programme approach and the extension of national execution. As these processes are becoming progressively country-focused, the level of delegation of authority and the creation of capacity at the country level will become more comparable among concerned organizations;

(b) Decentralization is occurring in the framework of a changed environment in which operational activities for development are being carried out. In order to adapt to these changes, many institutions in the United Nations system engaged in operational activities for development have been undergoing deep reorganization. In line with their mandates, there has been a refocusing and a streamlining of those institutions (see annex II) which has had a major impact on the Headquarters-field relationship;

(c) Changes have occurred in the relationship between UNDP and executing agencies as a result of the dramatic shift in the way resources for development are being used. Within this environment, United Nations system organizations and programmes have been taking specific measures to enhance decision-making authority and capacity at field levels. These include decentralizing approval authority, moving functions to the field, and strengthening national capacities through training programmes (see details in annex II).

D. Training

99. One of the major innovations of General Assembly resolution 47/199 is its recognition of the importance of training programmes as an integral part of requirements and promotion of an integrated system-wide approach to operational activities (see paras. 43-46).

100. Two interlinked concerns are the focus of the resolution. One is to strengthen the capacity of the system particularly at the field level, and the other is to provide programmes for government officials and other nationals involved in development activities to facilitate the shift to the programme approach and to promote effective and innovative execution modalities.

101. In responding to these requirements, the Secretary-General has emphasized that training within the United Nations system should be an integral part of a coherent strategy of reform to make operational activities more effective, particularly at the country level. As one of the means to achieve this goal, the training dimension has received special attention at the level of CCPOQ and JCGP, and through a United Nations/ILO Working Group, as well as through the training services of various United Nations organizations.

102. Since 1991, an effective training programme for United Nations system country teams has been implemented involving three to four workshops yearly. The workshop participants develop effective techniques to strengthen coordination arrangements at the country level, focusing on substantive collaboration on the priorities of the countries to which they are assigned. These workshops are increasingly being followed up at the national level, with the follow-up involving senior national officials and other United Nations system colleagues.

103. Also within the framework of CCPOQ a major new programme to strengthen the capacities of national officials in the management of the development process was launched in October 1992. It involves the training of trainers and is implemented in close cooperation with national and regional training institutions. The training modules are being improved in the light of experience acquired in the first three workshops. New modules are being developed in parallel. Three workshops are conducted in Turin annually at this stage. Updating and regional refresher courses are being considered for the future.

E. Common premises and services

104. In its resolution 47/199, paragraph 42, the General Assembly welcomed the decision of JCGP to set a target for increasing the number of common premises, while emphasizing that this should be achieved in cooperation with host Governments in a way that increased efficiency through, inter alia, consolidation of administrative infrastructures of organizations concerned, without increasing the costs for the United Nations system or for developing countries.

105. To proceed with its plan to increase the number of common premises, JCGP requested information from resident coordinators. On the basis of the data received, the JCGP High-level Meeting, held from 6 to 8 February 1994 in Dhaka, Bangladesh, reviewed the issues raised and the recommendations made and agreed to the following:

(a) To establish jointly a small initial management unit located in UNDP;

(b) To adopt a lease/purchase modality similar to the lease/purchase arrangements approved by the Executive Board and the Advisory Committee on Administrative and Budgetary Questions (ACABQ) for the acquisition by UNICEF of its headquarters in New York;

(c) That the criteria for equitable space-sharing should be established through a participatory process;

(d) That each proposal for common premises should be examined on its merits and decisions taken jointly by all partners based on considerations of cost-effectiveness;

(e) That provisions should be made for an agency to pull out of the arrangements if circumstances so require;

(f) That the common premises option will be taken up only where this is a cost-effective solution, and where a formula for equitable sharing (in terms of cost and space) has been reached;

(g) To provide the seed money necessary to establish an Inter-Agency Unit to manage the enterprise, on the understanding that these funds will be reimbursed to the JCGP agencies providing the seed money from a management fee to be charged to each project. The Unit will be managed by UNDP in accordance with its financial rules and procedures. The understanding was reached that UNDP and UNICEF would take the lead in providing seed money.

106. To date, new United Nations common premises have been constructed or are in the final stages of construction in 18 countries. The construction process has started in another 5 countries, and the JCGP Subgroup on Common Premises and Services is working on the proposal to construct new common premises in 30 other countries where Governments have already agreed to donate suitable land. In another 35 countries, Governments have indicated their willingness to donate land. In 11 countries, the close proximity of the buildings out of which United Nations organizations are working is such that efforts are being made to convert them into a common United Nations complex. Moreover, at present one third of the offices of FAO, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and ILO, more than half of the United Nations information centres (UNICs), and about one fifth of the offices of UNICEF and the Office of the United Nations High Commissioner for Refugees (UNHCR) share premises with UNDP. UNFPA and UNIDO share premises with UNDP in the great majority of cases. The situation thus ranges from the building of a single, common presence to the sharing of premises by a number of organizations. Decisions on premises are often subject to local conditions, the availability of premises provided by the Government at low or no cost, and other practical considerations. On the whole, it is recognized that an increased sharing of premises and services is cost-effective and helps to strengthen collaboration.

107. Moreover, to ensure a unified cost-effective United Nations presence, responsive to the special needs of new recipient countries, the Secretary-General decided that the field offices of the United Nations development system in those countries should, from the outset, operate on the basis of common premises and consolidate administrative services, as envisaged in General Assembly resolutions 48/209, paragraph 6, and 47/199, paragraphs 42 and 49. Responsibility for the overall administration of the offices will continue to lie with UNDP, on the basis of agreed cost-sharing arrangements.

Notes

1/ The countries participating were Botswana, Chile, Ghana, Jamaica, Kenya, Morocco, Mozambique, Sri Lanka, the Syrian Arab Republic, Thailand and Zimbabwe.

2/ Missions visited Bolivia, Burkina Faso, China, Colombia, Egypt, India, Tunisia and Uganda during the months of March and April 1994.

3/ Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex II.

4/ See the report of the inter-agency meeting held at Turin, Italy, in April 1994 (p. 2), for the list of countries.

Annex I

OVERVIEW OF THE WORK PROGRAMME FOR THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 47/199

PROGRAMME DEVELOPMENT

A. Country strategy note (CSN)

Guidelines

The concept of the country strategy note (CSN) will be implemented in accordance with paragraph 9 of General Assembly resolution 47/199. Moreover, the Consultative Committee on Programme and Operational Questions (CCPOQ) of the Administrative Committee on Coordination (ACC) agreed on a note, reflecting the provisions of the resolution that will guide the initial phase of implementation. The following targets were established:

Targets (1993-1994)

(a) Consultations with recipient Governments to ascertain their interest in the CSN;

(b) Assistance to and cooperation with Governments that have chosen the CSN in the preparation of the CSN;

(c) Utilization of the CSN in programme and project formulation as foreseen in paragraphs 9 and 39 of Assembly resolution 47/199;

(d) Elaboration of refined guidelines in 1994 on the basis of acquired experience by monitoring and assessing the use of the CSN, and by consulting national officials of countries having chosen the CSN.

Targets (1994-1995)

(a) Completion of about 40 CSNs;

(b) Review of and provision of guidance on CSN process and content, as appropriate, as more experience is acquired;

(c) Ensuring that the CSN is used as frame of reference during preparation of country programmes;

(d) Use of the CSN by governing bodies at the time of their consideration of country programmes;

(e) Assessing of the CSN process and substantive linkages with development activities in the context of the triennial comprehensive policy review.

Outputs (1993-1994)

(a) Consultations with all recipient countries completed;

(b) Workshop with countries interested in the CSN (October 1993) and various national workshops;

(c) Over 40 CSNs under preparation and 1 CSN completed;

(d) Guidance elements issued to all countries, March 1994;

(e) Regular monitoring system established.

B. Adaptation and harmonization of programming cycles

Guidelines

The General Assembly, in its resolution 47/199, paragraph 10, indicated that funds and programmes of the United Nations should harmonize their cycles and adapt them to national budget cycles, plans and strategies. The Joint Consultative Group on Policy (JCGP) Harmonization Subgroup is guiding the implementation of this provision through regional working groups. Under this provision, JCGP established the following targets:

Targets (1993-1994)

(a) To achieve 80 per cent coverage of countries as concerns the harmonization of programming cycles of the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF);

(b) In countries with a national plan, or its equivalent, to adapt the programming cycles of these three organizations, in accordance with the preference of the recipient country, to the plan (either one year before the plan, the same year as, or a year after the plan);

(c) In countries without formal plans, or their equivalent, to effect the harmonizing of the programming cycles among themselves, taking into account the needs of governing bodies.

Targets (1994-1995)

(a) To stagger implementation of the plan in accordance with programming cycle;

(b) To harmonize all new country programmes of UNFPA, UNDP and UNICEF;

(c) To give special attention to harmonizing programming activities in countries having chosen the CSN.

Outputs

(a) A plan established by JCGP to achieve 80 per cent coverage to new country programmes was prepared and is being implemented;

(b) A detailed country-by-country analysis completed by JCGP to adjust cycles as described in the section of the present report dealing with this matter;

(c) Cycles that are being adopted in all countries, except where special circumstances prevent use of programming cycles.

C. Programme approach

Guidelines

The General Assembly, in its resolution 47/199, paragraph 13, requested the Secretary-General to promote an early agreement on a common interpretation of the programme approach, including an effective methodology for evaluation, to be applied by the United Nations system, and to report on this matter to the Economic and Social Council at its substantive session of 1993. In the same resolution, paragraph 14, the Assembly requested the Council to determine whether effective and coordinated actions were being taken on the matter by the United Nations system dealing with development.

Targets (1993-1994)

(a) Agreement at CCPOQ on a common interpretation;

(b) Review by the Economic and Social Council at its substantive session of 1993;

(c) Development of an effective evaluation methodology for the programme approach;

(d) Implementation of Council resolution 1993/7, including country-level assessments of progress of the implementation of the common agreement.

Targets (1994-1995)

(a) Agreement at CCPOQ on an effective monitoring and evaluation methodology for the programme approach;

(b) Assessment of the overall evolution of the programme approach, particularly in the context of the review of more comprehensive and systematic techniques currently being applied by a few United Nations organizations in some host countries;

(c) Assessment of training activities promoted by the United Nations system in support of the programme approach both at the country level and at Headquarters;

(d) Development of a programme approach methodology to be applied at the intercountry programming level.

Outputs

(a) Common framework agreed at CCPOQ;

(b) Agreement reviewed at the substantive session of 1993 of the Economic and Social Council and adoption of Council resolution 1993/7 on further action and assessment;

(c) Agreement at CCPOQ on elements required for evaluation as part of the programme approach;

(d) Country-level assessments carried out in 8 countries, plus review of information from over 40 countries in the United Nations system organization, and results reported in the relevant section of this report.

D. National execution

Guidelines

The General Assembly, in its resolution 47/199, paragraph 22, requested the Secretary-General to promote an early agreement on a common interpretation of national execution to be applied by the United Nations system and to report on this matter to the Economic and Social Council at its substantive session of 1993. The Assembly, in paragraph 23 of the same resolution, requested the Council to determine whether effective and coordinated actions were being taken on the matter by the United Nations system dealing with development.

Targets (1993-1994)

(a) Agreement at CCPOQ on a common interpretation of national execution by March 1993;

(b) Review of common interpretation by the Economic and Social Council at its substantive session of 1993;

(c) Implementation of Council resolution 1993/7, particularly as concerns country-level assessments of progress in the implementation of the common agreement.

Targets (1994-1995)

Review by CCPOQ/JCGP on overall progress, in particular United Nations system efforts to build national capacities for executing programmes and projects and the role of specialized agencies of the United Nations system.

Outputs

(a) Common framework agreed by CCPOQ;

(b) Agreement reviewed by the Economic and Social Council at its substantive session of 1993, and adoption of Council resolution 1993/7 on further action;

(c) Country-level assessments carried out in eight countries; review of reports received from resident coordinators; review of relevant portions from resident coordinators' annual reports for 1993; analysis reported in subsection II.D of this report.

RESIDENT COORDINATOR SYSTEM

A. Updating of guidelines for the strengthening of the resident coordinator system

Guidelines

Paragraphs 36, 38 (a), (b) and (e), and 39 (e) and (g) of General Assembly resolution 47/199 guide work on this subject.

Targets (1993-1995)

(a) Improve the efficiency and effectiveness of the United Nations system at the field level, through a fully coordinated multidisciplinary approach under the leadership of the resident coordinator, bearing in mind the complementarity of the system and the need for a division of labour within the respective spheres of competence of individual agencies, programmes and funds;

(b) Ensure the separate identities and, where appropriate, representation of funds and programmes at the country level in the framework of a clear and improved division of labour, in accordance with their mandates;

(c) Avoid the creation of additional bureaucratic layers;

(d) Encourage individual specialized agencies at the field level to participate fully in all aspects of the resident coordinator system;

(e) Establish, in consultation with recipient Governments, a clearer division of responsibilities for the resident coordinator and individual funds, programmes and specialized agencies;

(f) Enhance the responsibility and authority of the resident coordinator for the planning and coordination of programmes and allow him/her to propose, in full consultation with the Government, to the heads of the funds, programmes and specialized agencies, the amendment of country programmes, and major projects and programmes, where required, to bring them into line with the country strategy note;

(g) To finalize guidelines within CCPOQ and to have those guidelines serve as a basis for monitoring the performance of resident coordinators and their recruitment and for support in training.

Outputs (1993-1994)

(a) The annual reports of resident coordinators for 1992 (submitted in the fall of 1993) were analysed with a view to reviewing at CCPOQ the steps required to strengthen the resident coordinator system;

(b) The CCPOQ working group on the resident coordinator system reviewed an initial draft of updated guidelines.

B. Coordination arrangements

Guidelines

Paragraphs 38 (d), 39 (a), (b) and (c), 40 and 41 of General Assembly resolution 47/199 guide work on this subject.

Targets (1993-1995)

(a) To strengthen the resident coordinator function to assist Governments in mobilizing technical expertise from both inside and outside the United Nations system and to ensure coordination at the country level through, inter alia, the country strategy note;

(b) Resident coordinators to establish, where required, close cooperation with funds, programmes and agencies at the regional and subregional level, in order to respond to specific requests by recipient governments;

(c) To ensure, in the context of the country strategy note, that representatives of JCGP, and all United Nations system organizations, consult with and take account of any views of the resident coordinator in the context of major programming exercises before reporting on major programming and policy issues to Headquarters;

(d) Where justified and not yet operating, to establish in consultation with host Governments an appropriate field-level committee, comprising United Nations system representatives, which will serve as a United Nations coordinating mechanism under the leadership of the resident coordinator;

(e) To ensure that the United Nations coordination mechanisms undertake advisory functions, including the provision of guidance and advice on proposed programmes of funding organizations, the review of agency sector strategies and the evaluation and investigation of specific problems and issues requiring a coordinated response.

Outputs (1993-1994)

(a) An assessment of current coordination arrangements completed;

(b) Follow-up steps being initiated.

C. Recruitment issues

Guidelines

Paragraphs 37 and 39 (d) of General Assembly resolution 47/199 guide work on this subject. The following targets were established:

Targets (1993-1995)

(a) Pay particular attention, in selecting resident coordinators, to quality, relevant broad development experience, managerial and team-building skills, and the capacity to develop effective and coherent coordination of the United Nations system as a whole and to integrate individual components and strategies into the development process of the country;

(b) Broaden the pool of qualified development professionals eligible for appointment as UNDP resident representatives/resident coordinators to include the members of JCGP, together with increased transparency in the selection process.

Outputs

As detailed in section II.A, new procedures were established to improve the selection and broaden the pool of qualified persons for appointments as UNDP resident representatives/resident coordinators.

PROGRAMME ACCOUNTABILITY AND SUPPORT

A. Monitoring, evaluation and audit

Guidelines

Action on this subject is guided by the provisions of paragraphs 13, 30, 32, and 34 of General Assembly resolution 47/199.

Targets (1993-1995)

(a) Develop an effective evaluation methodology for the programme approach;

(b) Strengthen the financial and programme auditing capacity and accounting systems of recipient Governments;

(c) Redefine budgeting and related rules, procedures, processes and formats to become output-, impact-, or performance-oriented, rather than input- or supply-oriented;

(d) Put in place, by no later than 1 January 1995, measures to enhance accountability at the field level, including effective harmonized programme monitoring, evaluation and audit management systems;

(e) Introduce measures to enhance accountability in a number of countries;

(f) Introduce harmonized monitoring and evaluation systems;

(g) Extend capacity strengthening of national evaluation.

Outputs

(a) Within the Inter-Agency Working Group on Evaluation (IAWGE) and JCGP, agreement on terminology and concepts;

(b) Specific plan and relevant substantive element have been worked out by JCGP Working Group and will be taken as basis for consultation at CCPOQ level;

(c) Aid accountability project guided by United Nations proceeding in various countries and in cooperation with Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) and various recipient countries.

B. Harmonization of policies and procedures

Guidelines

Action under this heading is guided by paragraphs 29-34 of General Assembly resolution 47/199.

Targets (1993-1994)

(a) Develop common formats, rules and procedures as a critical requirement for the shift to a programme approach;

(b) Simplify, harmonize and adopt all formats, rules and procedures and periodicity of reports to promote national capacity-building and to assist

Governments integrating external assistance from different sources into their development process;

(c) JCGP to give priority to simplifying, harmonizing and increasing the transparency of procedures relating to programme-component and project formulation, appraisal, implementation, monitoring and evaluation, and to reach agreement on a common United Nations system-wide manual for such procedures by July 1994.

Targets (1994-1995)

(a) Various elements of a common manual to be consolidated, in particular the CSN, programme approach, national execution, monitoring and evaluation, coordination arrangements, the resident coordinator system, training, common premises, harmonization of programming cycles;

(b) First volume to be issued.

Outputs

(a) Programme approach guidelines developed and issued by UNDP in connection with its operation (UNICEF, UNFPA and other organizations already did so earlier);

(b) Approach to a common manual agreed.

C. Decentralization

Guidelines

Actions for increased decentralization of the operational activities of the United Nations system is guided, inter alia, by paragraphs 24-27 of General Assembly resolution 47/199.

Targets (1993-1994)

(a) Programme development and approval, capacity and authority for programme development and approval to be further decentralized to the field offices, together with the necessary technical and substantive expertise;

(b) Consideration of the provisions of paragraph 25 of Assembly resolution 47/199 by the governing bodies of all funds, programmes and specialized agencies concerning the prescribed limits on field-level authority within approved programmes, and the shifting of resources within approved budget lines of individual components of a programme and among components of a programme, with the aim of achieving equal and uniform decentralization, to the maximum extent possible, in the context of enhanced accountability;

(c) Achieving greater use of available national expertise and indigenous technologies;

(d) Decentralization to the country level of the procurement of expertise and equipment and the placing of fellowships to avoid delays.

Targets (1994-1995)

(a) Further action by executive heads (particularly active in this field are at present UNDP, the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO) and the World Food Programme (WFP);

(b) Assess progress and constraints in CCOPQ.

Outputs

Specific results achieved as reported in the present report and addendum 1 to the present report under the heading of decentralization.

D. Training

Guidelines

The principles contained in paragraphs 43-46 of General Assembly resolution 47/199 being followed in developing inter-agency training programmes.

Targets (1993-1995)

(a) Continue to develop common, innovative and integrated system-wide training programmes for government officials and other nationals, as well as for staff of the United Nations system field offices, to facilitate the introduction of innovations;

(b) Establish a training capacity internal for each country, including a scheme for training of trainers on a continuous basis as an integral function of the United Nations system field office structure;

(c) Develop capacity in the areas of the programme approach, national execution, programme accountability and financial audit, support costs and evaluation and monitoring;

(d) Increase participation of national staff and members of relevant national institutions in training programmes.

Outputs

(a) Start of new programme for training of trainees from developing countries designed for officials dealing with development management (between three and four courses a year for five trainees per country);

(b) Workshop on the programme approach and national execution;

(c) Evaluation workshop planned;

(d) Continuation of team-building workshops (about four annually) involving senior field representatives;

(e) Critical discussions on additional training in support of the purposes set forth in Assembly resolution 47/199.

E. Common premises and services

Guidelines

ACC is still guided by the interorganizational position on the sharing of common premises communicated as part of the note by the Secretary-General on operational activities of the United Nations system for 1991 (A/46/206/Add.3, para. 35). This position encourages the sharing of premises while recognizing the need to take account of conditions on an individual country basis. In particular, in a number of countries sectoral ministries desired that in view of the nature and extent of their collaboration on an ongoing basis, the sectoral agency of the United Nations be located in the relevant ministry. In other instances, the host government authority provided free or subsidized accommodation: a condition that would not be available under shared premises.

Targets (1993-1994)

(a) Preparation of a plan of action by JCGP through its Subgroup on Common Premises;

(b) Decision by JCGP High-level Meeting held in February 1994 on how to proceed to achieve extension of common premises to 44 additional countries.

Targets (1994-1995)

(a) Implementation of JCGP plan through an Inter-Agency Unit;

(b) Completion of 26 new common premises.

Outputs (1993-1995)

(a) Decision by JCGP High-level Meeting on how best to proceed with respect to substantial extension of common premises and services;

(b) Agreement on establishing an Inter-Agency Unit and a revolving fund;

(c) Common premises completed in 8 countries;

(d) Land acquired and construction process begun in 30 countries.

Annex II

COUNTRY INFORMATION ON STATUS OF COUNTRY STRATEGY NOTE

Governments that formally indicated their interest, and information on progress

Botswana	CSN outline adopted. Estimated completion: end-1994.
Brazil	National coordination team established. CSN study planned.
Burkina Faso	Joint government/United Nations system committee established. National symposium on CSN scheduled for May 1994.
Cameroon	Discussion held. Work planned in 1994.
Cape Verde	Discussions with United Nations system representatives. Estimated completion: mid-1994.
Central African Republic	United Nations system representatives preparing support material. Subgroups formed.
Chad	CSN outline adopted.
Colombia	Draft CSN in progress. Estimated completion: October 1994.
Djibouti	Joint government/United Nations system committee established. Draft CSN outline circulated to United Nations system.
Eritrea	Draft CSN outline under discussion.
Gabon	United Nations resident coordinator discussing guidelines.
Gambia	Joint government/United Nations system committee (existent) considering CSN.
Ghana	Joint government/United Nations system committee established. Draft CSN outline circulated to United Nations system.
Guinea-Bissau	United Nations resident coordinator formed subgroups to assist in preparation of CSN.
Honduras	United Nations system committee established. Draft report on CSN circulated to United Nations system.
Jamaica	CSN outline adopted. Estimated completion: June 1994.
Jordan	United Nations system committee will discuss CSN. Implementation planned in connection with next programme cycle.

Kenya	CSN outline adopted. Estimated completion: first part of 1994.
Lao People's Democratic Republic	Discussions with resident coordinator in progress.
Lebanon	Joint government/United Nations system committee's estimated establishment: May 1994. Consultations with United Nations system in progress.
Madagascar	Discussions with resident coordinator in progress.
Maldives	Discussing priorities with Joint Committee Group on Policy (JCGP).
Mauritius	Timetable for CSN adopted. Estimated first draft: May 1994.
Morocco	Discussions with United Nations system in progress.
Mozambique	Discussions in progress on first draft CSN. New draft expected in mid-1994.
Namibia	Discussions in progress. United Nations system working group discussed first draft CSN.
Niger	Discussions in progress. Synthesis paper in preparation.
Nigeria	Joint government/United Nations system committee established. Draft CSN outline circulated to United Nations system.
Papua New Guinea	Discussions with resident coordinator in progress.
Philippines	CSN outline discussed. Resident coordinator formed working groups. Estimated completion: September 1994.
Republic of Moldova	Discussions in progress. Estimated completion: mid-1994.
Sao Tome and Principe	Joint government/United Nations system committee established.
Senegal	Discussions held. Resident coordinator consulting United Nations system on work plan. Estimated completion: June 1994.
Sierra Leone	Joint government/United Nations system committee established. Draft CSN due.
Sri Lanka	Joint government/United Nations system committee established. Draft CSN reviewed. Estimated completion: October 1994.

Syrian Arab Republic	Held national workshop on CSN. Adopted work plan.
Thailand	CSN draft circulated and updated by joint government/United Nations system task force. CSN completed and published.
Tunisia	Discussions held. Implementation planned in connection with next programme cycle.
Turkey	First draft CSN circulated.
Uganda	Discussions in progress. Estimated completion: end-1994.
Viet Nam	Joint government/United Nations system committee established. CSN will be tied to mid-term development strategy, under review.
Yemen	Joint government/United Nations system committee meetings in early 1994.
Zimbabwe	Joint government/United Nations system committee established.